

MISSOURI VETERANS COMMISSION



Annual Report

Fiscal Year 1992

July 1, 1991 - June 30, 1992



STATE OF MISSOURI
John Ashcroft
Governor



DEPARTMENT OF PUBLIC SAFETY
Richard C. Rice
Director

MISSOURI VETERANS COMMISSION
Robert R. Buckner
Executive Director

William V. Haynes
Director of Admin./Services

Teresa Russell
Superintendent of Homes

COMMISSIONERS

James Whitfield
Chairman

Frank Green
Vice-Chairman

Dean Riley
Member

Charles Wilcox
Member

J.N. (Jack) Matthews
Member

The Missouri Veterans Commission's
Annual Report is published by the Com-
mission and provided without charge.
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Director's Comments

As Executive Director, I am proud to extend warmest wishes on behalf of the Missouri Veterans Commission and staff to the citizens of Missouri. We wish to recognize and salute Missouri's veterans for their contributions to the preservation of our country's freedoms.

This first annual report since the enactment of HB 850, which created the Missouri Veterans Commission in 1989, is an attempt to provide an accounting of our services, and how those services are funded.

The Veterans Commission enjoys tremendous support for its programs from citizens and organizations throughout the state. It is our belief that your continued confidence and support must be earned through quality service and open accounting.

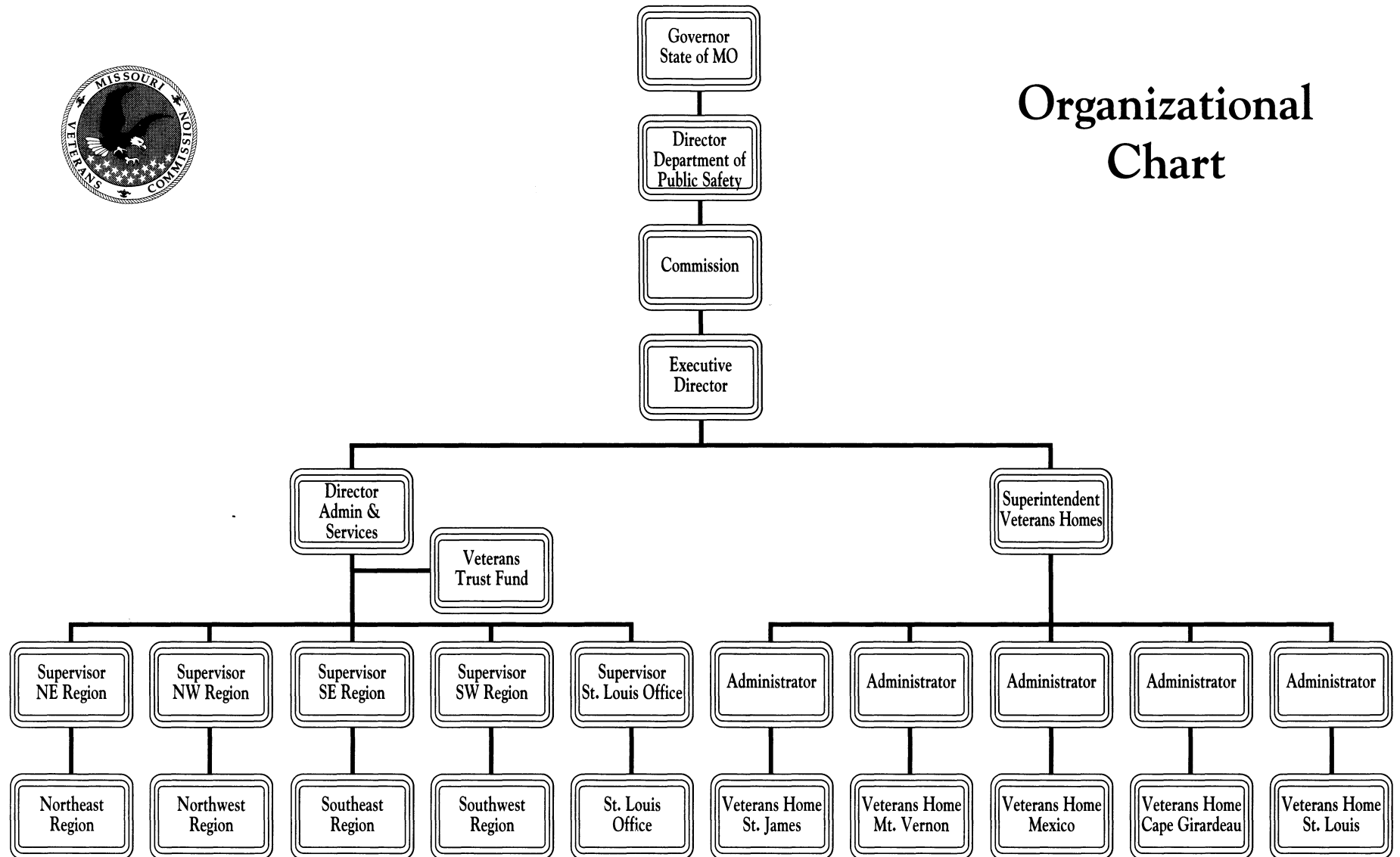
Ours is a mission of the highest order--the assurance of earned benefits to those who have protected our freedoms through honorable service in the United States Armed Forces. At your insistence, the great state of Missouri shall never forget or belittle the untold sacrifices of the men and women who have served our nation. To them we owe our freedom. To them the Veterans Commission is devoted. We hope you enjoy reading about what we do.

Robert R. Buckner

MISSOURI VETERANS COMMISSION



Organizational Chart





GENERAL HISTORY AND INTRODUCTION

Creation - 1931

In 1931, the State of Missouri recognized the need to establish a state agency to assist veterans of the armed forces of the United States and their dependents in securing benefits to which they may be entitled under state and federal laws. An act passed by the Fifty-sixth General Assembly created the "Office of the State Service Officer". The Seventy-second General Assembly (1963) changed the name to "Office of Director of Veterans' Affairs" under the direction of a director of veterans' affairs. The purpose was "to organize and coordinate the administration of all laws, federal and state, pertaining to war veterans and their dependents in the state, which were in effect or may thereafter be enacted, and to render adequate assistance to veterans of the armed forces of the United States, their widows, orphans and dependents domiciled in Missouri". The objective was to "promote the prompt and efficient preparation, presentation, and prosecution of any lawful claim by, or on the behalf of such veterans, their widows, orphans and dependents to obtain the privileges under the various federal, state and local laws enacted for their benefit". An additional objective was "to cooperate with all federal and state agencies and with service organizations for the benefit and welfare of all veterans and to act as agent or attorney".

In 1944, the Sixty-second General Assembly, meeting in extraordinary session, recognized the state's obligation to its returning service men and women of World War II, and repealed certain sections of the old law, enacted new sections and added new duties and services. This division did not duplicate or encroach upon the work of the Veterans Administration, an adjudicating agency which had (and continues to have) the responsibility of acting upon the facts as presented to them. The law limited the authority of the Veterans Administration to procure evidence and testimony upon which its decisions were based. It was the veteran's responsibility to gather affidavits, documents, statements and any other evidence necessary for the adjudication of a claim. The function of the Office of Director of Veterans' Affairs was "to act as the representative of a claimant before the Veterans Administration or other state or federal agencies, to assist in procurement of all necessary evidence and documentary proof, to obtain benefits provided by law, to furnish sympathetic and competent aid and counseling without regard to race, creed, or color". (Above information from Official Manual, State of Missouri, 1973-74).



Omnibus Reorganization Act

Placing with Department of Social Services

In 1974, the Omnibus Reorganization Act placed the Division of Veterans' Affairs within the newly created Department of Social Services and placed responsibility for operation of the Missouri Veterans' Home with the Division of Veterans' Affairs. At that time, the Division employed 203 persons in the Merit System Classified service, and was composed of two programs: Service to Veterans and the Missouri Veterans' Home.

Division Programs

Service to Veterans: The state was divided into two regions, six districts, and St. Louis Veterans Administration Regional Office. District, regional, and statewide conferences were held periodically for the purpose of maintaining uniformity, as well as to instruct service officers in new legislation affecting the benefits of veterans' survivors and dependents. The division cooperated with all state and federal agencies and veterans organizations in securing necessary evidence to establish the rights of the veteran and dependents.

The Missouri Veterans' Home: The Missouri Veterans' Home, located in St. James, Missouri, at that time was a 300-bed nursing/domiciliary care facility, which included a 152-bed skilled nursing care unit; a 68-bed men's residence; a 46-bed women's unit, and a married couples' wing, housing up to 34 residents.

Appointment of Advisory Board

The Governor, under legislation effective October 13, 1963, appointed an advisory committee (board), consisting of six members to consult with and provide the director advice and counsel relative to the objectives and duties of his office. The committee was representative of the state veterans organizations.



Transfer of Division of Veterans' Affairs from the Department of Social Services to the Department of Public Safety

As defined in the Omnibus State Reorganization Act of 1974, the Division of Veterans' Affairs, as provided in Chapter 42, RSMo., 1978, was transferred from the Department of Social Services to the Department of Public Safety, Office of the Adjutant General, by a Type I Transfer. The following Executive Order 81-18, as reprinted from the 1981 Laws of Missouri, passed at the First Regular Session of the Eighty First General Assembly, put this law into effect.

EXECUTIVE ORDER 81-18

By virtue of the authority vested in me by Sections 26.500 through 26.540, RSMo 1978, I, CHRISTOPHER S. BOND, GOVERNOR OF THE STATE OF MISSOURI, do hereby proclaim the following reorganization order:

WHEREAS, the transfer of the division of Veterans' Affairs from the Department of Social Services to the Department of Public Safety will result in more efficient operation of State government; and

WHEREAS, Reorganization Plan No 3 of 1981 was submitted to the first regular session of the Eighty-first General Assembly on the 4th day of February, 1981, and not disapproved within sixty days thereafter:

1. The division of Veterans' Affairs as provided in Chapter 42, RSMo 1978, shall be transferred to the Department of Public Safety, Office of the Adjutant General, by a type I transfer (as defined in the Omnibus State Reorganization Act of 1974).
2. The power to appoint a Director and determine salary, as provided in Section 42.010, RSMo 1978, shall be transferred to the Adjutant General.
3. The power to appoint members of the Veterans' Board as provided in Section 42.055, RSMo 1978, shall be transferred to the Adjutant General. Present members of the Veterans' Board shall continue to serve until expiration of their duly appointed terms.
4. The power to make rules and regulations as provided in Section 42.100(3), RSMo 1978, shall be transferred to the Adjutant General.
5. The power to approve the sale of real or personal property in Section 42.115, RSMo 1978, shall be transferred to the Adjutant General.
6. No provision of this Reorganization Plan shall be construed to remove any position of employment from coverage under the provisions of "The State Merit System Law" in effect on the effective date of this plan.
7. All the powers set forth by statute now vested in the Director of the Department of Social Services relating to the Division of Veterans' Affairs or the Missouri Veterans' Home shall be transferred in each case by type I transfer to the Adjutant General.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri, in the City of Jefferson, on the 28th day of August, 1981.

CHRISTOPHER S. BOND, Governor

Attest:
JAMES C. KIRKPATRICK
Secretary of State



Creation of the Missouri Veterans Commission and Veterans Trust Fund

In 1989, the Division of Veterans' Affairs was replaced by the establishment of the Missouri Veterans Commission. The Eighty-fifth General Assembly passed legislation (House Bill 850) which revised Chapter 42, RSMo., governing veterans' affairs in the State of Missouri. The Missouri Veterans Commission is governed as a state agency. The Veterans Trust Fund was also established under this statute. Commission structure and operation as well as structure and description of the Veterans Trust Fund are included in the Mission Statement.



Veterans Trust Fund



Expanding Services for Missouri Veterans

Made possible by your caring contributions.

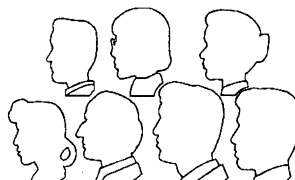
Individuals and corporations may "check off" on their Missouri tax returns to donate any amount over \$2.00 of their tax refunds to the Veterans Trust Fund, or make a donation by including a separate check with their returns.

The Veterans Trust Fund will greatly improve the availability and quality of services that the Missouri Veterans Commission is able to provide to our state's 615,000 veterans.

For more information, or to make a contribution, please call or write:

THE VETERAN TRUST FUND
c/o Missouri Veterans Commission
P.O. Drawer 147
Jefferson City, MO 65102

(314) 751-3779



*** They were here when we needed them.***
Please help us help our veterans by
making your tax deductible contribution.



MISSION STATEMENT

The Missouri Veterans Commission was established on August 28, 1989, and Chapter 42, RSMo (Supplemental, 1989) governs its operation as a state agency. The Commission is vested with the responsibility to provide the veterans of Missouri with programs and services funded by the state and federal governments as well as private and corporate contributions.

The Commission is composed of five veterans appointed by the Governor and confirmed by the Senate. The Commission directs all state efforts to provide for the needs of veterans, their dependents and survivors. These needs are met through two major programs: Service to Veterans and the Missouri Veterans Homes. The Commission appoints an Executive Director who implements policies and is responsible for the statewide management of veterans programs. The office of the Executive Director manages state level functions such as personnel, accounting and public relations.

The Service to Veterans program provides essential services to the veterans of the state. Acting as the veterans representative, the Veterans Service Officers and their staff provide counseling and assistance by preparing and presenting claims on behalf of the veterans and their dependents or survivors. These claims may include compensation, education, pensions, insurance benefits, hospitalization and rehabilitation. Services also include assistance for the veteran in any matter which requires coordination and cooperation with other local, state and federal agencies.

The Missouri Veterans Homes provide the highest possible level of quality nursing care to Missouri's veterans. Their objective is to rehabilitate to the maximum attainable level of independent functioning by utilizing all necessary governmental and community services and therapies, and to provide a comfortable, safe, sanitary environment conducive to personal happiness. A further goal is to make available for residents social and cultural activities of personal interest designed to foster feelings of dignity and self-respect.

The Commission also provides direction for the Veterans Trust Fund. This is a means whereby Missourians can financially contribute to the Commission, for programs and services to the veterans of the state.

The Missouri Veterans Commission represents all Missouri veterans, and is charged with meeting the needs and defending the entitlements of those who have served their country with honor and distinction.



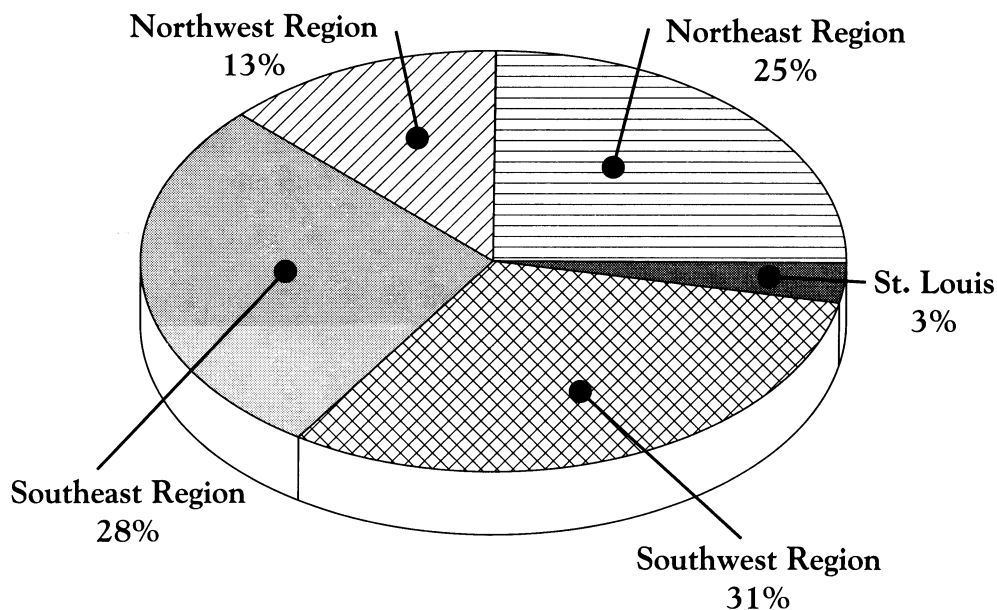
COMMISSION PROGRAMS

Section 1 - Veterans Services

The Veterans Service Program, as described in the Mission Statement, is a statewide network of Veteran Service Officers who provide information, council and assistance to veterans, their dependents and survivors. These Service Officers advise and assist in matters pertaining to federal and state benefits earned by honorable service in the armed forces of the United States. Service Officers act on behalf of the veterans, dependents and survivors in claims for compensation, pension, education, rehabilitation and other benefits for which they may be entitled. The following chart depicts federal benefits awarded as income to Missouri veterans and their dependents for FY'92, through the efforts of Veteran Service Office personnel.

Veteran Benefits Awarded - FY '92

Awards By Region



NE Region	\$12,820,273.70
NW Region	6,602,373.66
SE Region	14,054,189.82
SW Region	15,862,705.05
St. Louis	1,644,554.33

Total Awards \$50,984,096.56

	Northeast Region
	Northwest Region
	Southeast Region
	Southwest Region
	St. Louis



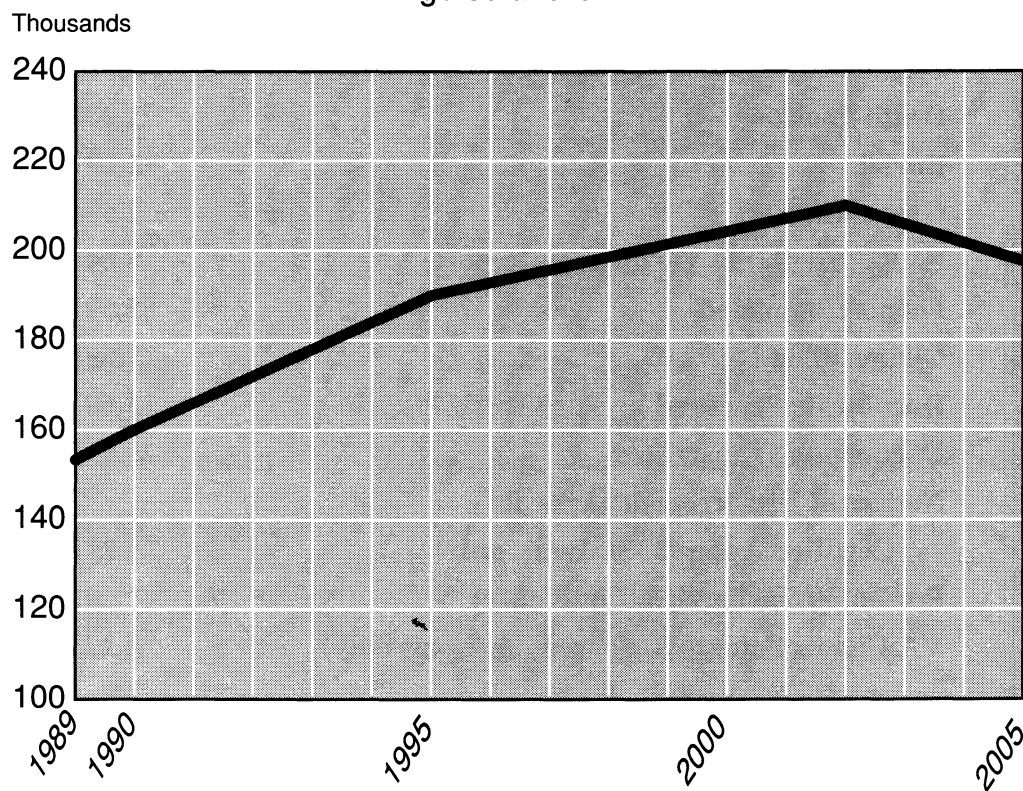
The Commission has, for many years, maintained a close working relationship with the V.A. Regional Office in St. Louis. In addition, the Veterans Commission recognizes the many beneficial services that veterans' organizations of the state provide for veterans. Our staff works closely with representatives of those organizations.

Veterans Service Officers reach into all 114 counties of the state. Their service areas are divided into five regions, depicted on the map on page 19. A Service Officer Supervisor is responsible for each region. The St. Louis Veterans Service Supervisor's Office serves as a nexus for coordinating state-wide input to the Department of Veterans Affairs, in whose office they are housed.

Although total numbers of veterans have declined slightly in recent years, the number of veterans in the age group over sixty-five (65) has increased.

Missouri Veterans

Age 65 and Over





Clearly the majority of clients served by Veterans Service Officers are those over the age of 65. With that number of veterans increasing statewide, the need for the Veterans Service Officer's assistance is increasing daily. This increase is expected to continue into the year 2002. Even so, the Commission's force of Service Office personnel has been decreased from a high of 76 in 1978, to today's 49. The following table shows the number of cases and types of services rendered by the Service to Veterans Program for FY '92.

SERVICES RENDERED

FY '92

Contacts	80,866
Letters Written	8,653
Compensation	2,035
Pension	3,323
Death Pension	1,200
Burial	1,299
Grave Markers	1,634
EVRs (Eligibility Verification Report)	8,844
Forms Completed	55,591
Claims Filed	7,658
Documents Procured	11,603
Documents Transmitted	20,914
Notices of Disagreement/Appeals/ Certified Appeals (St. Louis only)	211
Personal Hearings (St. Louis only)	45
VA Claims Folders Reviewed (St. Louis only)	4,223



SERVICE TO VETERANS PROGRAM

Definition of Terms

Contacts	Requests for service or information (in person, by telephone, or by letter.)
Letters Written	Outgoing correspondence originating in the Commission on behalf of claimants in developing their claims.
Compensation	Claims for monetary benefits submitted by veterans to establish a service connected disability.
Pension	Claims for montetary benefits submitted by veterans who are non-service-connected but totally disabled.
Death Pension	Claims for monetary benefits submitted by widows or dependents of deceased veterans.
Burial	Monetary benefits paid toward burial expenses.
Grave Marker	Government marker provided to honorably discharged veterans.
EVRs	An annual income report submitted by veterans, widows or dependents.
Forms Completed	Forms completed by the Service to Veterans Program to assist veterans and dependents with their VA benefits.
Claims Filed	The number of VA claims filed for veterans and dependents.
Documents Procured	Documents obtained in support of a claim.
Documents Transmitted	Documents transmitted in support of a claim.
Notices of Disagreement/ Appeals/Certified Appeals	Written briefs and statements prepared in support of a claim where there is disagreement with the decision rendered.
Personal Hearings	Appearances before a rating board by a claims representative on behalf of a claimant.
VA Claims Folders Reviewed	Claims folders obtained from the VA Adjudica- tion Division and VA files reviewed by Missouri Veterans Commission staff personnel.



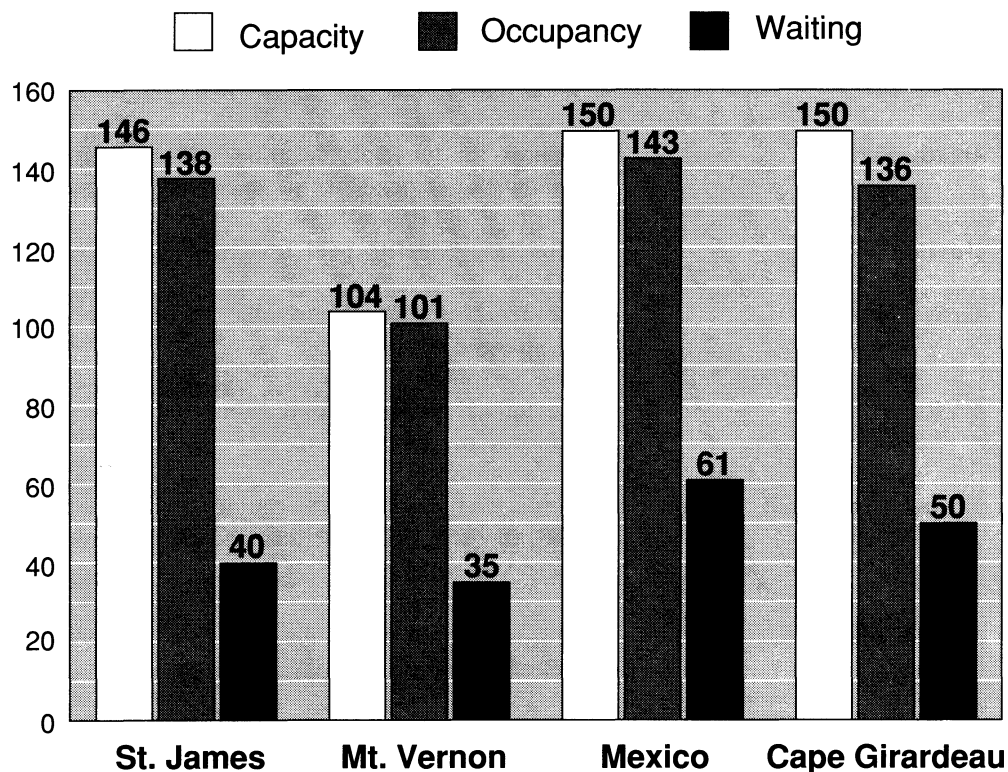
Section 2 - Veterans Homes

As noted in Section 1 above, the number of veterans over the age of 65 in the state of Missouri is increasing. This also means an increasing need for the type of long-term care provided by Missouri's Veterans Homes. The following chart, which includes waiting lists for all Veterans Homes, shows that the need continues to exist for Veterans Home beds.

Missouri Veterans Homes

Capacity/Occupancy/Waiting

Daily Averages for FY '92



Admission to Missouri's Veterans Homes is irrespective of the veteran's financial condition, but is based solely on the need for care. Unfortunately, staffing and funding ratios allow only a certain defined casemix, and that casemix determines which level of care may be admitted to any facility at any particular time.



Veterans Homes at St. James, Mt. Vernon, Mexico, and Cape Girardeau are inspected annually by a team of professionals from regional V.A. medical centers, and must meet V.A. standards of care in order to receive per diem payments from the federal government. With completion of construction and opening of a 200-bed St. Louis Veterans Home in 1993, the major population areas of the state will be served, with the exception of the Kansas City area. Current plans call for much needed upgrading of the aging St. James facility, and after that has been completed, the possibility of opening beds in the Kansas City area will be reviewed. This year, the Veterans Commission began closing some fifty beds at St. James because of unsafe and inadequate buildings.

With the success in the 1980's of home health care services, many veterans and their dependents have been able to remain in their home communities rather than seek admission to long-term care facilities. As this trend developed, domiciliary beds in the state Veterans Homes Program were eliminated and the Veterans Commission focused its attention on the segment of the population in greatest need of state assistance; the veteran requiring very heavy, skilled nursing care. An increase in staffing ratio for state Veterans Homes of some 25 to 30 percent during the past ten years shows the Veterans Commission's recognition of this need, and the state General Assembly's agreement to fund such a program. The type of care now provided requires twenty-four hour professional oversight by medical personnel, and provides skilled care for those who are generally beyond the capability of home health care programming. This is the type of care that is of essence now to veterans, and the type of care that the Veterans Commission will need to provide in the foreseeable future.

Of immeasurable value to all veterans homes is the tremendous support of volunteers that each home enjoys. During the fiscal year covered by this report, \$185,907.00 was donated directly to Veterans Homes Assistance Leagues (local community support organizations), and 60,611.5 hours of service were provided by community residents and organizations. Even at minimum wage, these volunteer hours represent \$257,598.88 in monetary value. Already, the new St. Louis Veterans Home Assistance League, known as the "St. Louis Veterans Home Committee", has established a solid financial base in addition to purchasing two disabled-equipped busses for that new facility when it opens next year. Such support is a testimonial of appreciation for the service and sacrifices of veterans. (See following report of Veterans' Homes Volunteer Services for FY '92.)



MISSOURI VETERANS' COMMISSION Veterans' Homes Volunteer Services

FY '92 Annual Report

INDIVIDUAL VOLUNTEERS

Total Individual Volunteers	<u>1,167</u>	
Total Number of Hours	<u>30,219.5</u>	
Average Hrs. per Individual		<u>25.9</u>

GROUP VOLUNTEERS

Total Group Volunteers	<u>6,334</u>	
Total Number of Hours	<u>29,124</u>	
Average Hrs. per Individual		<u>4.6</u>

COMMUNITY SERVICE VOLUNTEERS

Total Community Volunteers	<u>57</u>	
Total Number of Hours	<u>1,268</u>	
Average Hrs. per Individual		<u>22.25</u>

OVERALL TOTAL VOLUNTEERS

7,558

TOTAL HOURS DONATED

60,611.5 x 4.25 = \$257,598.88
(min.wage)

AVERAGE HRS. PER INDIVIDUAL

8.02

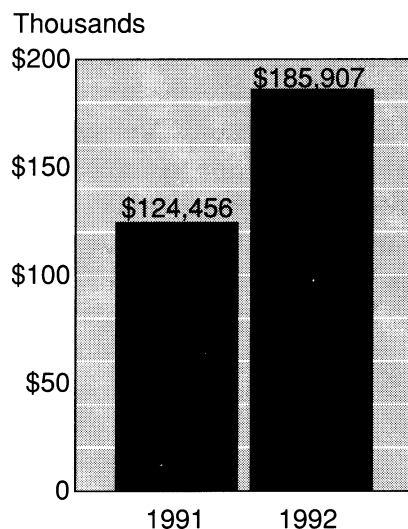
MONETARY DONATIONS

Total Monetary Donations	\$102,638.00
Total Other Materials (\$)	55,898.00
Van Grant (Cape Girardeau)	<u>27,371.00</u>

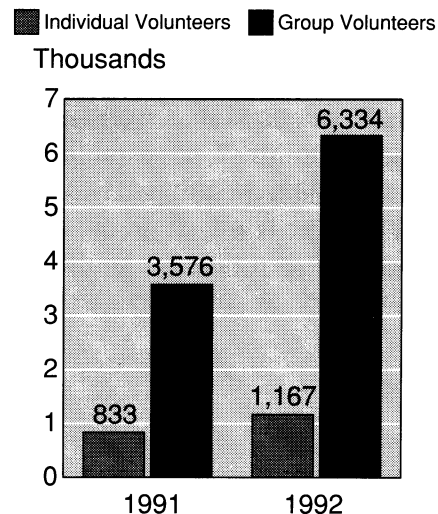
GRAND TOTAL

\$185,907.00

**Monetary Donations
Comparison of FY91/92**



**Volunteer Numbers
Comparison of FY91/92**





SECTION 3 - Veterans Trust Fund

Statutory authority for the Veterans Trust Fund is found in Chapter 42, RSMo. The purpose of the Fund is to allow citizens to donate money to improve benefits for veterans of the state. As can be seen in this report, the Veterans Commission made its first request from the Fund for Fiscal Year 1993, and that request has now been appropriated by the General Assembly and signed by the Governor. This appropriation will fund one program in the amount of \$30,000 to begin a special training program in geriatric health care for the staffs of the four existing Veterans Homes. This training will enable those individuals to provide a higher level of quality care to residents of all Missouri Veterans Homes.

The other appropriation from the Veterans Trust Fund is \$12,500 for the purpose of promoting the Trust Fund. This money will be used by the Executive Director and designated staff to disseminate information to interested groups about the Veterans Trust Fund, and to prepare an annual report and other promotional literature for the purpose of informing the public about the Veterans Trust Fund. Future plans for the Veterans Trust Fund will be to continue the geriatric training program at the Veterans Homes, and, in FY '94, fund a program to enhance training for Veterans Service Officers and improve the cooperative relationship of veterans organizations' service programs and the Veterans Commission. Additional ideas for providing services for veterans through the Veterans Trust Fund will be developed by the Veterans Commission, with input from the Missouri Association of Veterans Organizations.



COMMISSION PROFILE

In Fiscal Year 1992, the Commission employed 570 full-time employees. Thirty-eight (38) Service Officers, Supervisors, and Assistants, plus eleven (11) clerical employees staffed the statewide Service to Veterans Program. These individuals attempt to serve clients in all 114 counties of Missouri. 512 employees in a wide range of job classifications staffed the four (4) Veterans Homes, and nine (9) employees comprised the Commission's administrative headquarters in Jefferson City.

The total Commission appropriation was \$15,334,702, but the enactment of a 3% core reduction and 15% governor's withholding, resulted in reduced available resources and some shifting of costs to the Home Fund (through supplemental appropriations) in order to avoid closing beds and laying off staff. These budget alterations are detailed below. (See Operating Budget Synopsis on opposite page.)

FY '92 was the first year of operation of the newly-created Veterans Trust Fund. The Commission did not initially request monies from the fund, preferring to let it grow during the first year. It did however, later agree to a supplemental appropriation of \$13,000 to move Commission headquarters. \$33,225 was appropriated to the Department of Revenue, as authorized in Chapter 42 RSMo, for its costs to administer the fund. Total revenues into the Veterans Trust Fund during FY '92 were \$117,214.00. (See Trust Fund Synopsis on page 18.)

FY '93 appropriations, from the Veterans Trust Fund, as approved by the General Assembly and signed by the Governor, are:

To MVC for geriatric training at Veterans Homes:	\$30,000
To MVC for promotion of Trust Fund:	<u>12,500</u>
MVC TOTAL	\$42,500
To Department of Revenue	\$33,225



OPERATING BUDGET SYNOPSIS

FY 1992

TOTAL COMMISSION APPROPRIATION	\$15,334,702
Core reductions & Governor's withholdings	<u>-910,913</u>
Available for operations	14,423,789
Home Fund supplemental appropriation (available May 15, 1992)	621,161
 <u>Program Break Out</u>	
Central Office & Service to Veterans	1,425,151
Core reductions & Governor's withholdings	<u>-64,281</u>
Available for operations	1,360,870
 Veterans Homes	13,909,551
Core reductions & Governor's withholdings	<u>-846,632</u>
Available for operations	13,062,919
Home Fund supplemental appropriation (available May 15, 1992)	621,161



VETERANS TRUST FUND

SYNOPSIS OF REVENUES & EXPENDITURES

FY '91 (first year of operation)

EXPENDITURES

Missouri Veterans Commission	0
Department of Revenue	0

REVENUES	\$144,562.00
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FY '92

EXPENDITURES

Missouri Veterans Commission	9,638.00 (1)
Department of Revenue	40,984.00
Appropriation	33,225
Benefits	7,759

REVENUES	117,214.00
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CASH BALANCE (June 30, 1992)	211,155.00
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FY '93 (2)

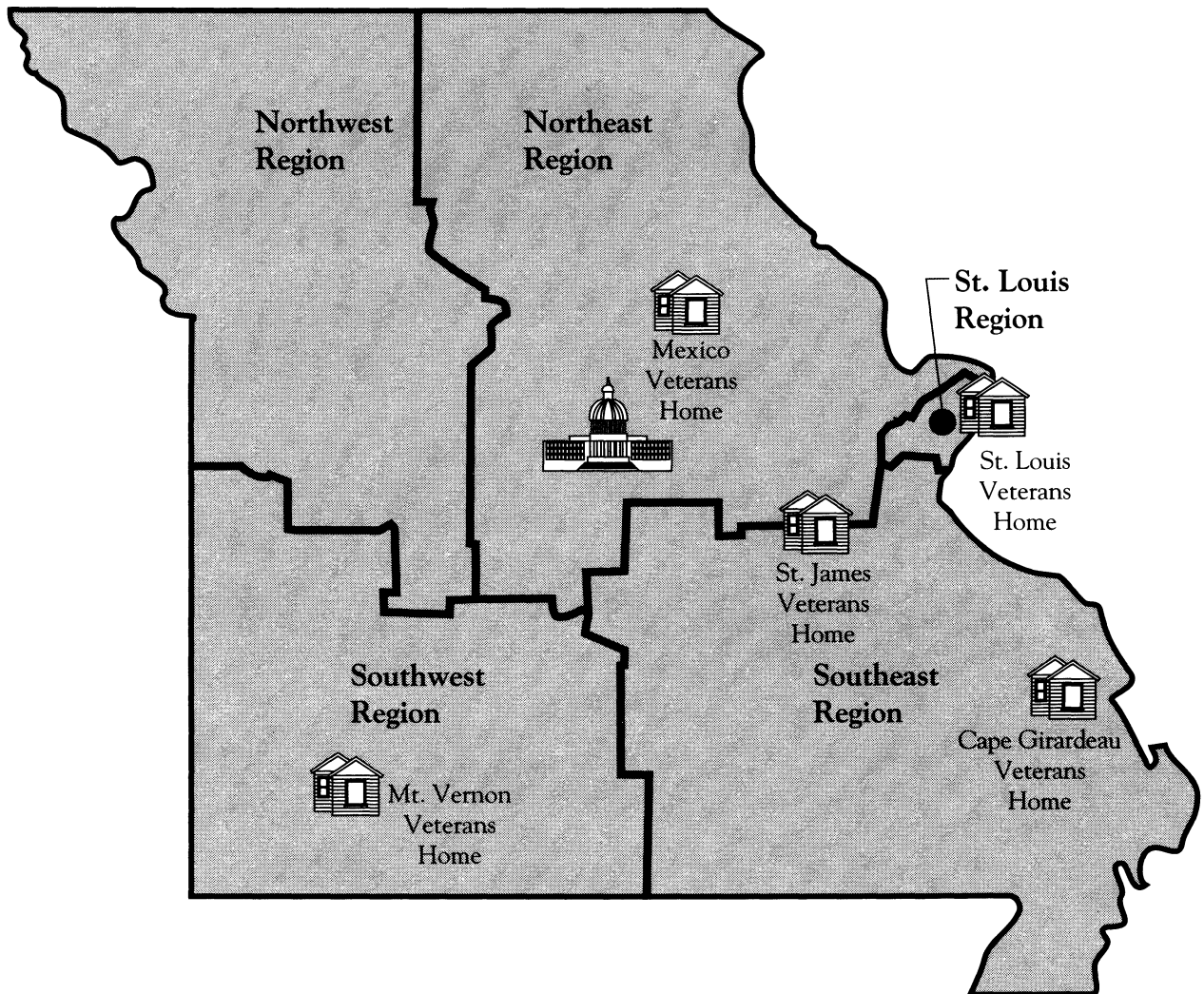
EXPENDITURES (Projected)

Missouri Veterans Commission	42,500.00
Department of Revenue	40,984.00
Appropriations	33,225
Benefits	7,759

(1) Supplemental appropriation to purchase a telephone system and move Commission headquarters

(2) Appropriated by the General Assembly and signed by the Governor

Missouri Veterans Commission



Veterans Service Regions & Veterans Home Sites

